Calendar No. 344

106TH CONGRESS S. 1754

A BILL

To deny safe havens to international and war criminals, and for other purposes.

OCTOBER 25, 1999 Reported with an amendment

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106TH CONGRESS 1ST SESSION

S. 1754

To deny safe havens to international and war criminals, and for other purposes.

IN THE SENATE OF THE UNITED STATES

OCTOBER 20, 1999

Mr. Hatch (for himself and Mr. Leahy) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

OCTOBER 25, 1999

Reported by Mr. HATCH, with an amendment

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To deny safe havens to international and war criminals, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.
- 4 (a) SHORT TITLE.—This Act may be eited as the
- 5 "Denying Safe Havens to International and War Crimi-
- 6 nals Act of 1999".

1	(b) Table of Contents.—The table of contents of
2	this Act is as follows:
	Sec. 1. Short title; table of contents.
	TITLE I—DENYING SAFE HAVENS TO INTERNATIONAL CRIMINALS
	 Sec. 101. Extradition for offenses not covered by a list treaty. Sec. 102. Technical and conforming amendments. Sec. 103. Temporary transfer of persons in custody for prosecution. Sec. 104. Prohibiting fugitives from benefiting from fugitive status. Sec. 105. Transfer of foreign prisoners to serve sentences in country of origin. Sec. 106. Transit of fugitives for prosecution in foreign countries.
	TITLE II—PROMOTING GLOBAL COOPERATION IN THE FIGHT AGAINST INTERNATIONAL CRIME
	Sec. 201. Streamlined procedures for execution of MLAT requests. Sec. 202. Temporary transfer of incarcerated witnesses.
	TITLE III—ANTI-ATROCITY ALIEN DEPORTATION
	Sec. 301. Inadmissibility and removability of aliens who have committed acts of torture abroad. Sec. 302. Establishment of the Office of Special Investigations.
3	TITLE I—DENYING SAFE HAVENS
4	TO INTERNATIONAL CRIMINALS
5	SEC. 101. EXTRADITION FOR OFFENSES NOT COVERED BY A
6	LIST TREATY.
7	Chapter 209 of title 18, United States Code, is
8	amended by adding at the end the following:
9	"§3197. Extradition for offenses not covered by a list
10	treaty
11	"(a) Serious Offense Defined.—In this section,
12	the term 'serious offense' means conduct that would be—
13	"(1) an offense described in any multilateral
14	treaty to which the United States is a party that ob-

ligates parties—

1	"(A) to extradite alleged offenders found
2	in the territory of the parties; or
3	"(B) submit the ease to the competent au-
4	thorities of the parties for prosecution; or
5	"(2) conduct that, if that conduct occurred in
6	the United States, would constitute—
7	"(A) a crime of violence (as defined in sec-
8	tion 16);
9	"(B) the distribution, manufacture, impor-
10	tation, or exportation of a controlled substance
11	(as defined in section 201 of the Controlled
12	Substances Act (21 U.S.C. 802));
13	"(C) bribery of a public official or mis-
14	appropriation, embezzlement, or theft of public
15	funds by or for the benefit of a public official;
16	"(D) obstruction of justice, including pay-
17	ment of bribes to jurors or witnesses;
18	"(E) the laundering of monetary instru-
19	ments, as described in section 1956, if the value
20	of the monetary instruments involved exceeds
21	\$100,000;
22	"(F) fraud, theft, embezzlement, or com-
23	mercial bribery if the aggregate value of prop-
24	erty that is the object of all of the offenses re-
25	lated to the conduct exceeds \$100,000;

1 "(G) counterfeiting, if the obligations, se-2 curities, or other items counterfeited have an 3 apparent value that exceeds \$100,000;

> "(H) a conspiracy or attempt to commit any of the offenses described in any of subparagraphs (A) through (G), or aiding and abetting a person who commits any such offense; or

> "(I) a crime against children under chapter 109A or section 2251, 2251A, 2252, or 2252A.

"(b) AUTHORIZATION OF FILING.—

"(1) In GENERAL.—If a foreign government makes a request for the extradition of a person who is charged with or has been convicted of an offense within the jurisdiction of that foreign government, and an extradition treaty between the United States and the foreign government is in force, but the treaty does not provide for extradition for the offense with which the person has been charged or for which the person has been convicted, the Attorney General may authorize the filing of a complaint for extradition pursuant to subsections (c) and (d).

"(2) FILING OF COMPLAINTS.—

1	"(A) In General.—A complaint author-
2	ized under paragraph (1) shall be filed pursu-
3	ant to section 3184.
4	"(B) Procedures.—With respect to a
5	complaint filed under paragraph (1), the proce-
6	dures contained in sections 3184 and 3186 and
7	the terms of the relevant extradition treaty
8	shall apply as if the offense were a crime pro-
9	vided for by the treaty, in a manner consistent
10	with section 3184.
11	"(c) Criteria for Authorization of Com-
12	PLAINTS.
13	"(1) IN GENERAL.—The Attorney General may
14	authorize the filing of a complaint under subsection
15	(b) only upon a certification—
16	"(A) by the Attorney General, that in the
17	judgment of the Attorney General—
18	"(i) the offense for which extradition
19	is sought is a serious offense; and
20	"(ii) submission of the extradition re-
21	quest would be important to the law en-
22	forcement interests of the United States or
23	otherwise in the interests of justice; and
24	"(B) by the Secretary of State, that in the
25	iudgment of the Secretary of State, submission

of the request would be consistent with the foreign policy interests of the United States.

"(2) Factors for consideration.—In making any certification under paragraph (1)(B), the Secretary of State may consider whether the facts and circumstances of the request then known appear likely to present any significant impediment to the ultimate surrender of the person who is the subject of the request for extradition, if that person is found to be extraditable.

"(d) Cases of Urgency.—

"(1) IN GENERAL.—In any case of urgency, the Attorney General may, with the concurrence of the Secretary of State and before any formal certification under subsection (c), authorize the filing of a complaint seeking the provisional arrest and detention of the person sought for extradition before the receipt of documents or other proof in support of the request for extradition.

"(2) APPLICABILITY OF RELEVANT TREATY.—
With respect to a case described in paragraph (1),
a provision regarding provisional arrest in the relevant treaty shall apply.

"(3) FILING AND EFFECT OF FILING OF COM-PLAINTS.—

1	"(A) IN GENERAL.—A complaint author-
2	ized under this subsection shall be filed in the
3	same manner as provided in section 3184.
4	"(B) Issuance of orders.—Upon the fil-
5	ing of a complaint under this subsection, the
6	appropriate judicial officer may issue an order
7	for the provisional arrest and detention of the
8	person as provided in section 3184.
9	"(e) Conditions of Surrender; Assurances.—
10	"(1) In General.—Before issuing a warrant of
11	surrender under section 3184 or 3186, the Secretary
12	of State may—
13	"(A) impose conditions upon the surrender
14	of the person that is the subject of the warrant;
15	and
16	"(B) require those assurances of compli-
17	ance with those conditions as are determined by
18	the Secretary to be appropriate.
19	"(2) Additional Assurances.—
20	"(A) In General.—In addition to impos-
21	ing conditions and requiring assurances under
22	paragraph (1), the Secretary of State shall de-
23	mand, as a condition of the extradition of the
24	person in every case, an assurance described in

1	subparagraph (B) that the Secretary deter-
2	mines to be satisfactory.
3	"(B) Description of Assurances.—An
4	assurance described in this subparagraph is an
5	assurance that the person that is sought for ex-
6	tradition shall not be tried or punished for an
7	offense other than that for which the person
8	has been extradited, absent the consent of the
9	United States.".
10	SEC. 102. TECHNICAL AND CONFORMING AMENDMENTS.
11	(a) In General.—Chapter 209 of title 18, United
12	States Code, is amended—
13	(1) in section 3181, by inserting ", other than
14	sections 3197 and 3198," after "The provisions of
15	this chapter" each place that term appears; and
16	(2) in section 3186, by striking "or 3185" and
17	inserting ", 3185, 3197, or 3198".
18	(b) CLERICAL AMENDMENT.—The analysis for chap-
19	ter 209 of title 18, United States Code, is amended by
20	adding at the end the following:
	(9107 F + 1), e ee

"3197. Extradition for offenses not covered by a list treaty. "3198. Extradition absent a treaty.".

1	SEC. 103. TEMPORARY TRANSFER OF PERSONS IN CUSTODY
2	FOR PROSECUTION.
3	(a) In General.—Chapter 306 of title 18, United
4	States Code, is amended by adding at the end the fol-
5	lowing:
6	"§ 4116. Temporary transfer for prosecution
7	"(a) STATE DEFINED.—In this section, the term
8	'State' includes a State of the United States, the District
9	of Columbia, and a commonwealth, territory, or possession
10	of the United States.
11	"(b) AUTHORITY OF ATTORNEY GENERAL WITH RE-
12	SPECT TO TEMPORARY TRANSFERS.
13	"(1) In General.—Subject to subsection (d),
14	if a person is in pretrial detention or is otherwise
15	being held in custody in a foreign country based
16	upon a violation of the law in that foreign country,
17	and that person is found extraditable to the United
18	States by the competent authorities of that foreign
19	country while still in the pretrial detention or cus-
20	tody, the Attorney General shall have the
21	authority—
22	"(A) to request the temporary transfer of
23	that person to the United States in order to
24	face prosecution in a Federal or State criminal
25	proceeding;

1	"(B) to maintain the custody of that per-
2	son while the person is in the United States;
3	and
4	"(C) to return that person to the foreign
5	country at the conclusion of the criminal pros-
6	ecution, including any imposition of sentence.
7	"(2) Requirements for requests by at-
8	TORNEY GENERAL.—The Attorney General shall
9	make a request under paragraph (1) only if the At-
10	torney General determines, after consultation with
11	the Secretary of State, that the return of that per-
12	son to the foreign country in question would be con-
13	sistent with international obligations of the United
14	States.
15	"(c) AUTHORITY OF ATTORNEY GENERAL WITH RE-
16	SPECT TO PRETRIAL DETENTIONS.—
17	"(1) In General.—
18	"(A) AUTHORITY OF ATTORNEY GEN-
19	ERAL.—Subject to paragraph (2) and sub-
20	section (d), the Attorney General shall have the
21	authority to earry out the actions described in
22	subparagraph (B), if—
23	"(i) a person is in pretrial detention
24	or is otherwise being held in custody in the
25	United States based upon a violation of

1	Federal or State law, and that person is
2	found extraditable to a foreign country
3	while still in the pretrial detention or cus-
4	tody pursuant to section 3184, 3197, or
5	3198; and
6	"(ii) a determination is made by the
7	Secretary of State and the Attorney Gen-
8	eral that the person will be surrendered.
9	"(B) ACTIONS.—If the conditions de-
10	scribed in subparagraph (A) are met, the Attor-
11	ney General shall have the authority to—
12	"(i) temporarily transfer the person
13	described in subparagraph (A) to the for-
14	eign country of the foreign government re-
15	questing the extradition of that person in
16	order to face prosecution;
17	"(ii) transport that person from the
18	United States in custody; and
19	"(iii) return that person in custody to
20	the United States from the foreign coun-
21	try.
22	"(2) Consent by state authorities.—If the
23	person is being held in custody for a violation of
24	State law, the Attorney General may exercise the au-
25	thority described in paragraph (1) if the appropriate

1	State authorities give their consent to the Attorney
2	General.
3	"(3) Criterion for request.—The Attorney
4	General shall make a request under paragraph (1)
5	only if the Attorney General determines, after con-
6	sultation with the Secretary of State, that the return
7	of the person sought for extradition to the foreign
8	country of the foreign government requesting the ex-
9	tradition would be consistent with United States
10	international obligations.
11	"(4) Effect of temporary transfer.—
12	With regard to any person in pretrial detention—
13	"(A) a temporary transfer under this sub-
14	section shall result in an interruption in the
15	pretrial detention status of that person; and
16	"(B) the right to challenge the conditions
17	of confinement pursuant to section 3142(f) does
18	not extend to the right to challenge the condi-
19	tions of confinement in a foreign country while
20	in that foreign country temporarily under this
21	subsection.
22	"(d) Consent by Parties To Waive Prior Find-
23	ING OF WHETHER A PERSON IS EXTRADITABLE.—The
24	Attorney General may exercise the authority described in
25	subsections (b) and (c) absent a prior finding that the per-

- 1 son in custody is extraditable, if the person, any appro-
- 2 priate State authorities in a case under subsection (e), and
- 3 the requesting foreign government give their consent to
- 4 waive that requirement.

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- 5 "(e) Return of Persons.—
- 6 "(1) IN GENERAL.—If the temporary transfer
 7 to or from the United States of a person in custody
 8 for the purpose of prosecution is provided for by this
 9 section, that person shall be returned to the United
 10 States or to the foreign country from which the per11 son is transferred on completion of the proceedings
 12 upon which the transfer was based.
 - "(2) STATUTORY INTERPRETATION WITH RE-SPECT TO IMMIGRATION LAWS.—In no event shall the return of a person under paragraph (1) require extradition proceedings or proceedings under the immigration laws.
 - "(3) CERTAIN RIGHTS AND REMEDIES
 BARRED.—Notwithstanding any other provision of
 law, a person temporarily transferred to the United
 States pursuant to this section shall not be entitled
 to apply for or obtain any right or remedy under the
 Immigration and Nationality Act (8 U.S.C. 1101 et
 seq.), including the right to apply for or be granted
 asylum or withholding of deportation.".

- 1 (b) CLERICAL AMENDMENT.—The analysis for chap-
- 2 ter 306 of title 18, United States Code, is amended by
- 3 adding at the end the following:

"4116. Temporary transfer for prosecution.".

- 4 SEC. 104. PROHIBITING FUGITIVES FROM BENEFITING
- 5 FROM FUGITIVE STATUS.
- 6 (a) IN GENERAL.—Chapter 163 of title 28, United
- 7 States Code, is amended by adding at the end the fol-
- 8 lowing:
- 9 "§ 2466. Fugitive disentitlement
- 10 "A person may not use the resources of the courts
- 11 of the United States in furtherance of a claim in any re-
- 12 lated civil forfeiture action or a claim in third party pro-
- 13 ceedings in any related criminal forfeiture action if that
- 14 person—
- 15 "(1) purposely leaves the jurisdiction of the
- 16 United States:
- 17 "(2) declines to enter or reenter the United
- 18 States to submit to its jurisdiction; or
- 19 "(3) otherwise evades the jurisdiction of the
- 20 court in which a criminal case is pending against the
- 21 person.".
- 22 (b) CLERICAL AMENDMENT.—The analysis for chap-
- 23 ter 163 of title 28, United States Code, is amended by
- 24 adding at the end the following:

"2466. Fugitive disentitlement.".

1 SEC. 105. TRANSFER OF FOREIGN PRISONERS TO SERVE

2	SENTENCES IN COUNTRY OF ORIGIN.
3	Section 4100(b) of title 18, United States Code, is
4	amended in the third sentence by striking "An offender"
5	and inserting "Unless otherwise provided by treaty, an of-
6	fender".
7	SEC. 106. TRANSIT OF FUGITIVES FOR PROSECUTION IN
8	FOREIGN COUNTRIES.
9	(a) In General.—Chapter 305 of title 18, United
10	States Code, is amended by adding at the end the fol-
11	lowing:
12	"§ 4087. Transit through the United States of persons
13	wanted in a foreign country
14	"(a) In General.—The Attorney General may, in
15	consultation with the Secretary of State, permit the tem-
16	porary transit through the United States of a person
17	wanted for prosecution or imposition of sentence in a for-
18	eign country.
19	"(b) Limitation on Judicial Review.—A deter-
20	mination by the Attorney General to permit or not to per-
21	mit a temporary transit described in subsection (a) shall
22	not be subject to judicial review.
23	"(e) Custody.—If the Attorney General permits a
24	temporary transit under subsection (a), Federal law en-
25	forcement personnel may hold the person subject to that

- 1 transit in custody during the transit of the person through
- 2 the United States.
- 3 "(d) Conditions Applicable to Persons Sub-
- 4 JECT TO TEMPORARY TRANSIT.—Notwithstanding any
- 5 other provision of law, a person who is subject to a tem-
- 6 porary transit through the United States under this sec-
- 7 tion shall—
- 8 "(1) be required to have only such documents
- 9 as the Attorney General shall require;
- 10 "(2) not be considered to be admitted or pa-
- 11 roled into the United States; and
- 12 "(3) not be entitled to apply for or obtain any
- 13 right or remedy under the Immigration and Nation-
- 14 ality Act (8 U.S.C. 1101 et seq.), including the right
- to apply for or be granted asylum or withholding of
- 16 deportation.".
- 17 (b) CLERICAL AMENDMENT.—The analysis for chap-
- 18 ter 305 of title 18, United States Code, is amended by
- 19 adding at the end the following:

"4087. Transit through the United States of persons wanted in a foreign country.".

1	TITLE II—PROMOTING GLOBAL
2	COOPERATION IN THE FIGHT
3	AGAINST INTERNATIONAL
4	CRIME
5	SEC. 201. STREAMLINED PROCEDURES FOR EXECUTION OF
6	MLAT REQUESTS.
7	(a) In General.—Chapter 117 of title 28, United
8	States Code, is amended by adding at the end the fol-
9	lowing:
10	"§ 1785. Assistance to foreign authorities
11	"(a) In General.—
12	"(1) Presentation of requests.—The At-
13	torney General may present a request made by a
14	foreign government for assistance with respect to a
15	foreign investigation, prosecution, or proceeding re-
16	garding a criminal matter pursuant to a treaty, con-
17	vention, or executive agreement for mutual legal as-
18	sistance between the United States and that govern-
19	ment or in accordance with section 1782, the execu-
20	tion of which requires or appears to require the use
21	of compulsory measures in more than 1 judicial dis-
22	triet, to a judge or judge magistrate of—
23	"(A) any 1 of the districts in which per-
24	sons who may be required to appear to testify
25	or produce evidence or information reside or are

1	found, or in which evidence or information to be
2	produced is located; or
3	"(B) the United States District Court for
4	the District of Columbia.
5	"(2) AUTHORITY OF COURT.—A judge or judge
6	magistrate to whom a request for assistance is pre-
7	sented under paragraph (1) shall have the authority
8	to issue those orders necessary to execute the re-
9	quest including orders appointing a person to direct
10	the taking of testimony or statements and the pro-
11	duction of evidence or information, of whatever na-
12	ture and in whatever form, in execution of the re-
13	quest.
14	"(b) AUTHORITY OF APPOINTED PERSONS.—A per-
15	son appointed under subsection (a)(2) shall have the au-
16	thority to—
17	"(1) issue orders for the taking of testimony or
18	statements and the production of evidence or infor-
19	mation, which orders may be served at any place
20	within the United States;
21	"(2) administer any necessary oath; and
22	"(3) take testimony or statements and receive
23	evidence and information.
24	"(c) Persons Ordered To Appear.—A person or-
25	dered pursuant to subsection (b)(1) to appear outside the

1	district in which that person resides or is found may, not
2	later than 10 days after receipt of the order—
3	"(1) file with the judge or judge magistrate who
4	authorized execution of the request a motion to ap-
5	pear in the district in which that person resides or
6	is found or in which the evidence or information is
7	located; or
8	"(2) provide written notice, requesting appear-
9	ance in the district in which the person resides or
10	is found or in which the evidence or information is
11	located, to the person issuing the order to appear
12	who shall advise the judge or judge magistrate au-
13	thorizing execution.
14	"(d) Transfer of Requests.—
15	"(1) In GENERAL.—The judge or judge mag-
16	istrate may transfer a request under subsection (e)
17	or that portion requiring the appearance of that per-
18	son, to the other district if—
19	"(A) the inconvenience to the person is
20	substantial; and
21	"(B) the transfer is unlikely to adversely
22	affect the effective or timely execution of the re-
23	quest or a portion thereof.
24	"(2) EXECUTION.—Upon transfer, the judge or
25	indee magistrate to whom the request or a portion

1	thereof is transferred shall complete its execution in
2	accordance with subsections (a) and (b).".
3	(b) CLERICAL AMENDMENT.—The analysis for chap-
4	ter 117 of title 28, United States Code, is amended by
5	adding at the end the following:
	"1785. Assistance to foreign authorities.".
6	SEC. 202. TEMPORARY TRANSFER OF INCARCERATED WIT-
7	NESSES.
8	(a) In General.—Section 3508 of title 18, United
9	States Code, is amended—
10	(1) by striking the section heading and insert-
11	ing the following:
12	"§ 3508. Temporary transfer of witnesses in custody";
13	(2) in subsection (a), by inserting "IN GEN-
14	ERAL.—" after "(a)"; and
15	(3) by striking subsections (b) and (c) and in-
16	serting the following:
17	"(b) Transfer Authority.—
18	"(1) In GENERAL.—If the testimony of a per-
19	son who is serving a sentence, in pretrial detention,
20	or otherwise being held in custody in the United
21	States, is needed in a foreign criminal proceeding,
22	the Attorney General shall have the authority to—
23	"(A) temporarily transfer that person to
24	the foreign country for the purpose of giving
25	the testimony;

1	"(B) transport that person from the
2	United States in custody;
3	"(C) make appropriate arrangements for
4	custody for that person while outside the
5	United States; and
6	"(D) return that person in custody to the
7	United States from the foreign country.
8	"(2) Persons held for state law viola-
9	TIONS.—If the person is being held in custody for a
10	violation of State law, the Attorney General may ex-
11	ereise the authority described in this subsection if
12	the appropriate State authorities give their consent.
13	"(c) Return of Persons Transferred.—
14	"(1) In General.—If the transfer to or from
15	the United States of a person in custody for the pur-
16	pose of giving testimony is provided for by treaty or
17	convention, by this section, or both, that person shall
18	be returned to the United States, or to the foreign
19	country from which the person is transferred.
20	"(2) Limitation.—In no event shall the return
21	of a person under this subsection require any re-
22	quest for extradition or extradition proceedings, or
23	require that person to be subject to deportation or
24	exclusion proceedings under the laws of the United

1	States, or the foreign country from which the person
2	is transferred.
3	"(d) Applicability of International Agree-
4	MENTS.—If there is an international agreement between
5	the United States and the foreign country in which a wit-
6	ness is being held in custody or to which the witness will
7	be transferred from the United States, that provides for
8	the transfer, custody, and return of those witnesses, the
9	terms and conditions of that international agreement shall
10	apply. If there is no such international agreement, the At-
11	torney General may exercise the authority described in
12	subsections (a) and (b) if both the foreign country and
13	the witness give their consent.
14	"(e) Rights of Persons Transferred.—
15	"(1) Notwithstanding any other provision of
16	law, a person held in custody in a foreign country
17	who is transferred to the United States pursuant to
18	this section for the purpose of giving testimony—
19	"(A) shall not by reason of that transfer,
20	during the period that person is present in the
21	United States pursuant to that transfer, be en-
22	titled to apply for or obtain any right or remedy
23	under the Immigration and Nationality Act, in-
24	eluding the right to apply for or be granted asy-
25	lum or withholding of deportation or any right

- to remain in the United States under any other
 law; and
- 3 "(B) may be summarily removed from the
 4 United States upon order of the Attorney Gen5 eral.
- 6 "(2) RULE OF CONSTRUCTION. Nothing in
 7 this subsection may be construed to create any sub8 stantive or procedural right or benefit to remain in
 9 the United States that is legally enforceable in a
 10 court of law of the United States or of a State by
 11 any party against the United States or its agencies
 12 or officers.
- "(f) Consistency With International Obliga-Tions.—The Attorney General shall not take any action under this section to transfer or return a person to a foreign country unless the Attorney General determines, after consultation with the Secretary of State, that transfer or return would be consistent with the international obligations of the United States. A determination by the Attorney General under this subsection shall not be subject to
- 22 (b) CLERICAL AMENDMENT.—The analysis for chap-
- 23 ter 223 of title 18, United States Code, is amended by
- 24 striking the item relating to section 3508 and inserting
- 25 the following:

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judicial review by any court.".

[&]quot;3508. Temporary transfer of witnesses in eustody.".

TITLE III—ANTI-ATROCITY 1 ALIEN DEPORTATION 2 SEC. 301. INADMISSIBILITY AND REMOVABILITY OF ALIENS 4 WHO HAVE COMMITTED ACTS OF TORTURE 5 ABROAD. 6 (a) INADMISSIBILITY.—Section 212(a)(3)(E) of the **Nationality** 7 **Immigration** and Act (8 U.S.C. 1182(a)(3)(E)) is amended by adding at the end the fol-9 lowing: 10 "(iii) Commission of acts of tor-11 TURE.—Any alien who, outside the United 12 States, has committed any act of torture, 13 as defined in section 2340 of title 18. 14 United States Code, is inadmissible.". 15 (b) REMOVABILITY.—Section 237(a)(4)(D) of that Act (8 U.S.C. 1227(a)(4)(D)) is amended by striking "clause (i) or (ii)" and inserting "clause (i), (ii), or (iii)". (e) EFFECTIVE DATE.—The amendments made by 18 this section shall apply to offenses committed before, on, or after the date of enactment of this Act. SEC. 302. ESTABLISHMENT OF THE OFFICE OF SPECIAL IN-22 VESTIGATIONS. 23 (a) AMENDMENT OF THE IMMIGRATION AND NA-24 TIONALITY ACT.—Section 103 of the Immigration and

- 1 Nationality Act (8 U.S.C. 1103) is amended by adding
- 2 at the end the following:
- 3 "(g) The Attorney General shall establish within the
- 4 Criminal Division of the Department of Justice an Office
- 5 of Special Investigations with the authority of inves-
- 6 tigating, and, where appropriate, taking legal action to re-
- 7 move, denaturalize, or prosecute any alien found to be in
- 8 violation of clause (i), (ii), or (iii) of section
- 9 212(a)(3)(E)."
- 10 (b) Authorization of Appropriations.—
- 11 (1) In GENERAL.—There are authorized to be
- 12 appropriated to the Department of Justice for the
- fiscal year 2000 such sums as may be necessary to
- 14 carry out the additional duties established under sec-
- tion 103(g) of the Immigration and Nationality Act
- 16 (as added by this Act) in order to ensure that the
- 17 Office of Special Investigations fulfills its continuing
- 18 <u>obligations regarding Nazi war criminals.</u>
- 19 (2) AVAILABILITY OF FUNDS.—Amounts appro-
- 20 priated pursuant to paragraph (1) are authorized to
- 21 remain available until expended.
- 22 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.
- 23 (a) Short Title.—This Act may be cited as the "De-
- 24 nying Safe Havens to International and War Criminals
- 25 Act of 1999".

- 1 (b) Table of Contents of this
- 2 Act is as follows:
 - Sec. 1. Short title; table of contents.

TITLE I—DENYING SAFE HAVENS TO INTERNATIONAL CRIMINALS

- Sec. 101. Temporary transfer of persons in custody for prosecution.
- Sec. 102. Prohibiting fugitives from benefiting from fugitive status.
- Sec. 103. Transfer of foreign prisoners to serve sentences in country of origin.
- Sec. 104. Transit of fugitives for prosecution in foreign countries.

TITLE II—PROMOTING GLOBAL COOPERATION IN THE FIGHT AGAINST INTERNATIONAL CRIME

- Sec. 201. Streamlined procedures for execution of MLAT requests.
- Sec. 202. Temporary transfer of incarcerated witnesses.

TITLE III—ANTI-ATROCITY ALIEN DEPORTATION

- Sec. 301. Inadmissibility and removability of aliens who have committed acts of torture abroad.
- Sec. 302. Establishment of the Office of Special Investigations.

3 TITLE I—DENYING SAFE HAVENS

4 TO INTERNATIONAL CRIMINALS

- 5 SEC. 101. TEMPORARY TRANSFER OF PERSONS IN CUSTODY
- 6 FOR PROSECUTION.
- 7 (a) In General.—Chapter 306 of title 18, United
- 8 States Code, is amended by adding at the end the following:
- 9 "§4116. Temporary transfer for prosecution
- 10 "(a) State Defined.—In this section, the term
- 11 'State' includes a State of the United States, the District
- 12 of Columbia, and a commonwealth, territory, or possession
- 13 of the United States.
- 14 "(b) Authority of Attorney General With Re-
- 15 Spect to Temporary Transfers.—
- 16 "(1) In general.—Subject to subsection (d), if
- 17 a person is in pretrial detention or is otherwise being

1	held in custody in a foreign country based upon a
2	violation of the law in that foreign country, and that
3	person is found extraditable to the United States by
4	the competent authorities of that foreign country
5	while still in the pretrial detention or custody, the At-
6	torney General shall have the authority—
7	"(A) to request the temporary transfer of
8	that person to the United States in order to face
9	prosecution in a Federal or State criminal pro-
10	ceeding;
11	"(B) to maintain the custody of that person
12	while the person is in the United States; and
13	"(C) to return that person to the foreign
14	country at the conclusion of the criminal pros-
15	ecution, including any imposition of sentence.
16	"(2) Requirements for requests by attor-
17	NEY GENERAL.—The Attorney General shall make a
18	request under paragraph (1) only if the Attorney
19	General determines, after consultation with the Sec-
20	retary of State, that the return of that person to the
21	foreign country in question would be consistent with
22	international obligations of the United States.
23	"(c) Authority of Attorney General With Re-
24	SPECT TO PRETRIAL DETENTIONS.—
25	"(1) In general.—

1	"(A) Authority of attorney general.—
2	Subject to paragraph (2) and subsection (d), the
3	Attorney General shall have the authority to
4	carry out the actions described in subparagraph
5	(B), if—
6	"(i) a person is in pretrial detention
7	or is otherwise being held in custody in the
8	United States based upon a violation of
9	Federal or State law, and that person is
10	found extraditable to a foreign country
11	while still in the pretrial detention or cus-
12	tody pursuant to section 3184, 3197, or
13	3198; and
14	"(ii) a determination is made by the
15	Secretary of State and the Attorney General
16	that the person will be surrendered.
17	"(B) Actions.—If the conditions described
18	in subparagraph (A) are met, the Attorney Gen-
19	eral shall have the authority to—
20	"(i) temporarily transfer the person
21	described in subparagraph (A) to the for-
22	eign country of the foreign government re-
23	questing the extradition of that person in
24	order to face prosecution;

1	"(ii) transport that person from the
2	United States in custody; and
3	"(iii) return that person in custody to
4	the United States from the foreign country.
5	"(2) Consent by State Authorities.—If the
6	person is being held in custody for a violation of
7	State law, the Attorney General may exercise the au-
8	thority described in paragraph (1) if the appropriate
9	State authorities give their consent to the Attorney
10	General.
11	"(3) Criterion for request.—The Attorney
12	General shall make a request under paragraph (1)
13	only if the Attorney General determines, after con-
14	sultation with the Secretary of State, that the return
15	of the person sought for extradition to the foreign
16	country of the foreign government requesting the ex-
17	tradition would be consistent with United States
18	$international\ obligations.$
19	"(4) Effect of temporary transfer.—With
20	regard to any person in pretrial detention—
21	"(A) a temporary transfer under this sub-
22	section shall result in an interruption in the pre-
23	trial detention status of that person; and
24	"(B) the right to challenge the conditions of
25	confinement pursuant to section 3142(f) does not

extend to the right to challenge the conditions of

confinement in a foreign country while in that

foreign country temporarily under this sub
section.

5 "(d) Consent by Parties To Waive Prior Finding
6 OF Whether a Person Is Extraditable.—The Attorney
7 General may exercise the authority described in subsections
8 (b) and (c) absent a prior finding that the person in custody
9 is extraditable, if the person, any appropriate State au10 thorities in a case under subsection (c), and the requesting
11 foreign government give their consent to waive that require12 ment.

13 "(e) Return of Persons.—

"(1) In General.—If the temporary transfer to or from the United States of a person in custody for the purpose of prosecution is provided for by this section, that person shall be returned to the United States or to the foreign country from which the person is transferred on completion of the proceedings upon which the transfer was based.

"(2) STATUTORY INTERPRETATION WITH RE-SPECT TO IMMIGRATION LAWS.—In no event shall the return of a person under paragraph (1) require extradition proceedings or proceedings under the immigration laws

25 tion laws.

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1	"(3) Certain rights and remedies
2	BARRED.—Notwithstanding any other provision of
3	law, a person temporarily transferred to the United
4	States pursuant to this section shall not be entitled to
5	apply for or obtain any right or remedy under the
6	Immigration and Nationality Act (8 U.S.C. 1101 et
7	seq.), including the right to apply for or be granted
8	asylum or withholding of deportation.".
9	(b) Clerical Amendment.—The analysis for chapter
10	306 of title 18, United States Code, is amended by adding
11	at the end the following:
	"4116. Temporary transfer for prosecution.".
10	SEC. 102. PROHIBITING FUGITIVES FROM BENEFITING
12	SEC. 102. Incombining regimes from Benefiling
13	FROM FUGITIVE STATUS.
13	FROM FUGITIVE STATUS.
13 14	FROM FUGITIVE STATUS. (a) In General.—Chapter 163 of title 28, United
13 14 15	FROM FUGITIVE STATUS. (a) In General.—Chapter 163 of title 28, United States Code, is amended by adding at the end the following:
13 14 15 16	FROM FUGITIVE STATUS. (a) In General.—Chapter 163 of title 28, United States Code, is amended by adding at the end the following: "\$2466. Fugitive disentitlement
13 14 15 16	FROM FUGITIVE STATUS. (a) IN GENERAL.—Chapter 163 of title 28, United States Code, is amended by adding at the end the following: "\$2466. Fugitive disentitlement "A person may not use the resources of the courts of
113 114 115 116 117	FROM FUGITIVE STATUS. (a) In General.—Chapter 163 of title 28, United States Code, is amended by adding at the end the following: "\$2466. Fugitive disentitlement "A person may not use the resources of the courts of the United States in furtherance of a claim in any related
13 14 15 16 17 18	FROM FUGITIVE STATUS. (a) In General.—Chapter 163 of title 28, United States Code, is amended by adding at the end the following: "\$2466. Fugitive disentitlement "A person may not use the resources of the courts of the United States in furtherance of a claim in any related civil forfeiture action or a claim in third party proceedings
13 14 15 16 17 18 19 20	FROM FUGITIVE STATUS. (a) In General.—Chapter 163 of title 28, United States Code, is amended by adding at the end the following: "\$2466. Fugitive disentitlement "A person may not use the resources of the courts of the United States in furtherance of a claim in any related civil forfeiture action or a claim in third party proceedings in any related criminal forfeiture action if that person—
13 14 15 16 17 18 19 20 21	FROM FUGITIVE STATUS. (a) In General.—Chapter 163 of title 28, United States Code, is amended by adding at the end the following: "\$2466. Fugitive disentitlement "A person may not use the resources of the courts of the United States in furtherance of a claim in any related civil forfeiture action or a claim in third party proceedings in any related criminal forfeiture action if that person— "(1) purposely leaves the jurisdiction of the

1	"(3) otherwise evades the jurisdiction of the court
2	in which a criminal case is pending against the per-
3	son.".
4	(b) CLERICAL AMENDMENT — The analysis for chapter

- 4 (b) Clerical Amendment.—The analysis for chapter
- 5 163 of title 28, United States Code, is amended by adding
- 6 at the end the following:

"2466. Fugitive disentitlement.".

7 SEC. 103. TRANSFER OF FOREIGN PRISONERS TO SERVE

- 8 SENTENCES IN COUNTRY OF ORIGIN.
- 9 Section 4100(b) of title 18, United States Code, is
- 10 amended in the third sentence by striking "An offender"
- 11 and inserting "Unless otherwise provided by treaty, an of-
- 12 fender".
- 13 SEC. 104. TRANSIT OF FUGITIVES FOR PROSECUTION IN
- 14 FOREIGN COUNTRIES.
- 15 (a) In General.—Chapter 305 of title 18, United
- 16 States Code, is amended by adding at the end the following:
- 17 "§ 4087. Transit through the United States of persons
- 18 wanted in a foreign country
- 19 "(a) In General.—The Attorney General may, in
- 20 consultation with the Secretary of State, permit the tem-
- 21 porary transit through the United States of a person want-
- 22 ed for prosecution or imposition of sentence in a foreign
- 23 country.
- 24 "(b) Limitation on Judicial Review.—A deter-
- 25 mination by the Attorney General to permit or not to per-

- 1 mit a temporary transit described in subsection (a) shall
- 2 not be subject to judicial review.
- 3 "(c) Custody.—If the Attorney General permits a
- 4 temporary transit under subsection (a), Federal law en-
- 5 forcement personnel may hold the person subject to that
- 6 transit in custody during the transit of the person through
- 7 the United States.
- 8 "(d) Conditions Applicable to Persons Subject
- 9 TO TEMPORARY TRANSIT.—Notwithstanding any other pro-
- 10 vision of law, a person who is subject to a temporary transit
- 11 through the United States under this section shall—
- "(1) be required to have only such documents as
- 13 the Attorney General shall require;
- 14 "(2) not be considered to be admitted or paroled
- into the United States; and
- 16 "(3) not be entitled to apply for or obtain any
- 17 right or remedy under the Immigration and Nation-
- 18 ality Act (8 U.S.C. 1101 et seq.), including the right
- 19 to apply for or be granted asylum or withholding of
- 20 deportation.".
- 21 (b) CLERICAL AMENDMENT.—The analysis for chapter
- 22 305 of title 18, United States Code, is amended by adding
- 23 at the end the following:

"4087. Transit through the United States of persons wanted in a foreign country.".

1	TITLE II—PROMOTING GLOBAL
2	COOPERATION IN THE FIGHT
3	AGAINST INTERNATIONAL
4	CRIME
5	SEC. 201. STREAMLINED PROCEDURES FOR EXECUTION OF
6	MLAT REQUESTS.
7	(a) In General.—Chapter 117 of title 28, United
8	States Code, is amended by adding at the end the following:
9	"§ 1785. Assistance to foreign authorities
10	"(a) In General.—
11	"(1) Presentation of requests.—The Attor-
12	ney General may present a request made by a foreign
13	government for assistance with respect to a foreign in-
14	vestigation, prosecution, or proceeding regarding a
15	criminal matter pursuant to a treaty, convention, or
16	executive agreement for mutual legal assistance be-
17	tween the United States and that government or in
18	accordance with section 1782, the execution of which
19	requires or appears to require the use of compulsory
20	measures in more than 1 judicial district, to a judge
21	or judge magistrate of—
22	"(A) any 1 of the districts in which persons
23	who may be required to appear to testify or
24	produce evidence or information reside or are

1	found, or in which evidence or information to be
2	produced is located; or
3	"(B) the United States District Court for
4	the District of Columbia.
5	"(2) Authority of court.—A judge or judge
6	magistrate to whom a request for assistance is pre-
7	sented under paragraph (1) shall have the authority
8	to issue those orders necessary to execute the request
9	including orders appointing a person to direct the
10	taking of testimony or statements and the production
11	of evidence or information, of whatever nature and in
12	whatever form, in execution of the request.
13	"(b) Authority of Appointed Persons.—A person
14	appointed under subsection (a)(2) shall have the authority
15	to—
16	"(1) issue orders for the taking of testimony or
17	statements and the production of evidence or informa-
18	tion, which orders may be served at any place within
19	the United States;
20	"(2) administer any necessary oath; and
21	"(3) take testimony or statements and receive
22	evidence and information.
23	"(c) Persons Ordered To Appear.—A person or-
24	dered pursuant to subsection (b)(1) to appear outside the

1	district in which that person resides or is found may, not
2	later than 10 days after receipt of the order—
3	"(1) file with the judge or judge magistrate who
4	authorized execution of the request a motion to ap-
5	pear in the district in which that person resides or
6	is found or in which the evidence or information is
7	located; or
8	"(2) provide written notice, requesting appear-
9	ance in the district in which the person resides or is
10	found or in which the evidence or information is lo-
11	cated, to the person issuing the order to appear, who
12	shall advise the judge or judge magistrate authorizing
13	execution.
14	"(d) Transfer of Requests.—
15	"(1) In general.—The judge or judge mag-
16	istrate may transfer a request under subsection (c), or
17	that portion requiring the appearance of that person,
18	to the other district if—
19	"(A) the inconvenience to the person is sub-
20	stantial; and
21	"(B) the transfer is unlikely to adversely af-
22	fect the effective or timely execution of the request
23	or a portion thereof.
24	"(2) Execution.—Upon transfer, the judge or
25	judge magistrate to whom the request or a portion

1	thereof is transferred shall complete its execution in
2	accordance with subsections (a) and (b).".
3	(b) Clerical Amendment.—The analysis for chapter
4	117 of title 28, United States Code, is amended by adding
5	at the end the following:
	"1785. Assistance to foreign authorities.".
6	SEC. 202. TEMPORARY TRANSFER OF INCARCERATED WIT-
7	NESSES.
8	(a) In General.—Section 3508 of title 18, United
9	States Code, is amended—
10	(1) by striking the section heading and inserting
11	$the\ following:$
12	"§ 3508. Temporary transfer of witnesses in custody";
13	(2) in subsection (a), by inserting "In Gen-
14	ERAL.—" after "(a)"; and
15	(3) by striking subsections (b) and (c) and in-
16	serting the following:
17	"(b) Transfer Authority.—
18	"(1) In general.—If the testimony of a person
19	who is serving a sentence, in pretrial detention, or
20	otherwise being held in custody in the United States,
21	is needed in a foreign criminal proceeding, the Attor-
22	ney General shall have the authority to—
23	"(A) temporarily transfer that person to the
24	foreign country for the purpose of giving the tes-
25	timony;

1	"(B) transport that person from the United
2	States in custody;
3	"(C) make appropriate arrangements for
4	custody for that person while outside the United
5	States; and
6	"(D) return that person in custody to the
7	United States from the foreign country.
8	"(2) Persons held for state law viola-
9	TIONS.—If the person is being held in custody for a
10	violation of State law, the Attorney General may ex-
11	ercise the authority described in this subsection if the
12	appropriate State authorities give their consent.
13	"(c) Return of Persons Transferred.—
14	"(1) In general.—If the transfer to or from the
15	United States of a person in custody for the purpose
16	of giving testimony is provided for by treaty or con-
17	vention, by this section, or both, that person shall be
18	returned to the United States, or to the foreign coun-
19	try from which the person is transferred.
20	"(2) Limitation.—In no event shall the return
21	of a person under this subsection require any request
22	for extradition or extradition proceedings, or require
23	that person to be subject to deportation or exclusion
24	proceedings under the laws of the United States, or

1	the foreign country from which the person is trans-
2	ferred.
3	"(d) Applicability of International Agree-
4	MENTS.—If there is an international agreement between the
5	United States and the foreign country in which a witness
6	is being held in custody or to which the witness will be
7	transferred from the United States, that provides for the
8	transfer, custody, and return of those witnesses, the terms
9	and conditions of that international agreement shall apply.
10	If there is no such international agreement, the Attorney
11	General may exercise the authority described in subsections
12	(a) and (b) if both the foreign country and the witness give
13	their consent.
14	"(e) Rights of Persons Transferred.—
15	"(1) Notwithstanding any other provision of law,
16	a person held in custody in a foreign country who is
17	transferred to the United States pursuant to this sec-
18	tion for the purpose of giving testimony—
19	"(A) shall not by reason of that transfer,
20	during the period that person is present in the
21	United States pursuant to that transfer, be enti-
22	tled to apply for or obtain any right or remedy
23	under the Immigration and Nationality Act, in-
24	cluding the right to apply for or be granted asy-
25	lum or withholding of deportation or any right

1	to remain in the United States under any other
2	law; and
3	"(B) may be summarily removed from the
4	United States upon order of the Attorney Gen-
5	eral.
6	"(2) Rule of construction.—Nothing in this
7	subsection may be construed to create any substantive
8	or procedural right or benefit to remain in the United
9	States that is legally enforceable in a court of law of
10	the United States or of a State by any party against
11	the United States or its agencies or officers.
12	"(f) Consistency With International Obliga-
13	TIONS.—The Attorney General shall not take any action
14	under this section to transfer or return a person to a foreign
15	country unless the Attorney General determines, after con-
16	sultation with the Secretary of State, that transfer or return
17	would be consistent with the international obligations of the
18	United States. A determination by the Attorney General
19	under this subsection shall not be subject to judicial review
20	by any court.".
21	(b) Clerical Amendment.—The analysis for chapter
22	223 of title 18, United States Code, is amended by striking
23	the item relating to section 3508 and inserting the fol-
24	lowing:

 $\hbox{\it ``3508. Temporary transfer of witnesses in custody.''}.$

1	TITLE III—ANTI-ATROCITY ALIEN
2	DEPORTATION
3	SEC. 301. INADMISSIBILITY AND REMOVABILITY OF ALIENS
4	WHO HAVE COMMITTED ACTS OF TORTURE
5	ABROAD.
6	(a) Inadmissibility.—Section $212(a)(3)(E)$ of the
7	$Immigration\ and\ Nationality\ Act\ (8\ U.S.C.\ 1182(a)(3)(E))$
8	is amended by adding at the end the following:
9	"(iii) Commission of acts of tor-
10	TURE.—Any alien who, outside the United
11	States, has committed any act of torture, as
12	defined in section 2340 of title 18, United
13	States Code, is inadmissible.".
14	(b) Removability.—Section 237(a)(4)(D) of that Act
15	(8 U.S.C. $1227(a)(4)(D)$) is amended by striking "clause
16	(i) or (ii)" and inserting "clause (i), (ii), or (iii)".
17	(c) Effective Date.—The amendments made by this
18	section shall apply to offenses committed before, on, or after
19	the date of enactment of this Act.
20	SEC. 302. ESTABLISHMENT OF THE OFFICE OF SPECIAL IN-
21	VESTIGATIONS.
22	(a) Amendment of the Immigration and Nation-
23	ALITY ACT.—Section 103 of the Immigration and Nation-
24	ality Act (8 U.S.C. 1103) is amended by adding at the end
25	the following:

"(g) The Attorney General shall establish within the 1 2 Criminal Division of the Department of Justice an Office of Special Investigations with the authority of inves-3 tigating, and, where appropriate, taking legal action to re-5 move, denaturalize, or prosecute any alien found to be in 6 violation of clause (i), (ii), or (iii) of section 212(a)(3)(E).". 7 (b) AUTHORIZATION OF APPROPRIATIONS.— 8 (1) In General.—There are authorized to be ap-9 propriated to the Department of Justice for the fiscal 10 year 2000 such sums as may be necessary to carry 11 out the additional duties established under section 12 103(g) of the Immigration and Nationality Act (as 13 added by this Act) in order to ensure that the Office 14 of Special Investigations fulfills its continuing obliga-15 tions regarding Nazi war criminals. 16 (2) AVAILABILITY OF FUNDS.—Amounts appro-17 priated pursuant to paragraph (1) are authorized to

remain available until expended.